ODP-0-178

15 FEB 1980

MEMORANDUM FOR: Chief, Management Staff, DDA

FROM   : ███████████ Chief, Management Staff, ODP   STATINTL

SUBJECT   : Doing More With Less

REFERENCE   : a. Multi-Addressee Memo from DDA,
                    Same Subject, dtd 30 Jan. 1980
                    (DD/A 80-0257/1)
                b. My Memo to C/MS/DDA, Same Subject,
                    dtd. 22 Aug. 1979 (ODP-9-1263)
                c. Informal Answers to Five Questions
                    Given ADDA, for Use at DCI's Retreat
                    18-19 May 1979

        I understand that the items for the DDA Doing More
With Less Program to be developed in response to the first
reference will be drawn from the second reference and per-
haps the third. ODP would like to have PROJECT GIMINI
included as a topic in the DDA Doing More With Less Pro-
gram. A short write up on GIMINI is attached.

                                                              STATINTL

Attachment: a/s

DISTRIBUTION:
 Original and 1 - Addressee
            2 - O/D/ODP
            1 - MS Chrono
            2 - ODP Registry
ODP/MS/EEB:jal/14Feb1980

PROJECT GIMINI

The development of a minicomputer version of the CIMS data base management system (ODP Project GIMINI) will provide a standard solution for data base management requirements that can best be solved with a minicomputer. A standard software package implemented on IBM 370-compatible hardware will allow us to support a wide variety of new requirements with an absolute minimum number of ADP support personnel.

This will make it possible for us to satisfy several kinds of requirements:

- Compartmented systems, including secure and community type;

- Stand-alone applications which do not communicate with other systems;

- Distribution systems, in which processing capability is shared between the local machine and the central host computer;

with no increases in systems support personnel necessary.

DDA

ODP-9-1207
22 August 1979

MEMORANDUM FOR: Chief, Management Staff, DDA

FROM   :   STATINTL
                 Chief, Management Staff, ODP

SUBJECT   : Doing More With Less

REFERENCE   : Your memo, same subject, dtd. 8 Aug. 1979
                 (DDA 79-1971)

1. The four attachments are brief summaries
of ODP 'Doing More With Less' in the following areas:

   a. Attempts at productivity enhancement
   b. Methods of measuring productivity
   c. Procedures for evaluating quality and
      utility of ODP products or programs
   d. Methodologies used for determining internal
      allocation of resources.

2. It should be noted that one interpretation of
the mission of ODP is to enhance the productivity of
the Agency.

STATINTL

Atts: a/s

Distribution:
  Original - Addressee
       1 - C/MS/ODP
       2 - O/D/ODP
       2 - ODP Registry

C/MS/ODP   22 August 1979   STATINTL

Attempts at Productivity Enhancement

a. Production Applications Optimization (PAO)

The ODP Production Division is responsible for the
submission of selected applications programs that are
processed for other components of the Agency. This
responsibility includes checking the computer run results
and distribution of the output. The Production Division
has recently established a Production Applications
Optimization (PAO) procedure to enhance the productivity
of applications in production status and to streamline
the entire production processing cycle. This procedure
calls for each portion of the applications flow (from
the origination of its input to the distribution of its
reports) to be analyzed to ensure the best possible
throughput and efficiency is being obtained. All
resources consumed by the application are reviewed and
changes are made, if necessary, to eliminate wasted
tape and disk mounts and to streamline any manual
operation involved during its process and to release
any over-allocated resources. The customer is contacted
to determine if the medium on which he receives his
reports best suits his needs. A review of this nature
will be conducted on a yearly basis.

b. Hardware Update Program

Changes in computer technology are dynamic and
each generation of computers requires less floor space,
less utilities and delivers more computing power per
dollar. ODP is in the midst of a program to upgrade
the major computer system to take advantage of the
new technologies to improve productivity.

c. Operating Systems Update

New generations of operating system software
are being installed to better manage the computer hard-
ware and to increase the productivity of computer
equipment.

d. Computer Load Leveling

Hardware and software monitoring are used to
identify bottlenecks in a computer system and to fine
tune and load level computer equipment.

Attempts at Productivity Enhancement (continued)

e.   Training Programs

     The ODP Training Staff conducts a number of
training courses each year. One of the objectives
of the program is to teach students to better use
computing facilities and to become more productive
in their daily work.

f.   Readable Code

     A key contribution to productivity in the Appli-
cations area has been the establishment of a procedure
to improve the quality of software. The procedure is
called 'code reading' and involves the formal review of
program code produced during the software development
process. While it involves an extra step early in
software development, it pays off in less test time,
better documentation, easier maintenance when in
production and longer systems life. It is a key
quality control and software assurance tool.

Methods of Measuring Productivity

a. Project Activity Report (PAR)

A Project Activity Report (PAR) is prepared on a monthly basis and it indicates the users of ODP resources by ODP customer and also by the customer's project. A copy of the report is provided to ADP Control Officers so that they can monitor their consumption of ODP resources.

b. Processing Productivity

The PAR contains a measure of computer service output expressed in terms of Billable Computer Service Dollars. When the output is compared to the average staff in the Processing group and ODP Front Office personnel over a five year period, the annual growth rate in Processing productivity is estimated to be between 18 and 22%. When the output is compared to the Processing budget over a five year period, the annual growth rate in productivity is between 3% and 7%. These data indicate that productivity is on the increase in terms of people and in terms of budget dollars.

c. Use of Standards

Standards are one method employed by the ODP Applications group to arrive at common measurements for the evaluation of work performed. We chair a group concerned with Agency programming standards and have established internal standards for PL/1, FORTRAN, and GIMS programming languages. We have two review boards for data base applications review and we review and comply with Federal Information Processing Standards.

d. Operating Systems Productivity

A productivity measure is employed for each of the major services provided by ODP. For example, for the GIMS system the measure is the number of transactions, number of concurrent users, and response time; for VM and CAMS the measure is the number of concurrent users and response time; and for batch the measure is the number of jobs processed. Response time remains at an acceptable level while the other measures of productivity are on the increase.

Procedures for Evaluating Quality and Utility of Your
Products or Programs

a. Application Continuance Review

The ODP Production Division conducts an Application
Continuance Review on a yearly basis for each application.
A questionnaire is sent to the customer asking for an
evaluation of the application and ODP services. The
questionnaire covers subjects such as timeliness, quality
and customer comparison of end product(s) to his needs.

b. Methods of Measuring Productivity

The paragraphs discussing methods of measuring
productivity are also procedures ODP uses for evaluating
quality and utility of our products and programs.

Methodologies Used for Determining Internal Allocation
of Resources

a. Executive Committe Review of ODP Resource Utilization

At the beginning of each fiscal year, the Executive
Committee (EXCOM) reviews the projects that are the major
consumers of ODP resources. The EXCOM also reviews
component budgeted projects. In addition, the Deputy
Director of Administration reviews the major DDA projects
during Management By Objectives conferences with DDA
Office Directors. The internal allocation of ODP
resources is conditioned by the results of both the
EXCOM and DDA MBO reviews.

b. Project Activity Report (PAR)

The rate of consumption of ODP resources as
reflected in the PAR is compared with the estimated
use of ODP resources that was approved during the
EXCOM review of the various major projects. When it
appears that project usage will exceed approved levels
by a threshold level, both the Office and Comptroller
are informed so that either usage can be more closely
monitored or approved levels increased.

c. Use of Applications Group Resources

For most projects the Applications group prepares
feasibility studies that include an estimate of resources
needed for the project, permitting more informed managerial
decisions before major resources are invested in the
project. Subsequently, the estimates are compared with
actual expenditures of resources, both manhours and computer
usage. Such project tracking not only sharpens the esti-
mative process but also identifies the more productive
individuals and the more productive techniques.

d. Accountable Property System

The Logistics Section of ODP's Administrative
Staff is currently establishing an accountable property
system for all non-expendable property. As an example,
a file index is being organized to identify and locate
all computers, terminals, line printers, and related
data processing equipment within ODP. Since there are
STATINTL over ███████████ worth of equipment charged to ODP, the
process will enable ODP management to effectively control
the procurement, use of, and disposition of excess
equipment.

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ROUTING AND RECORD SHEET

SUBJECT: STATINT ____ 2/13 Doing More With Less

ODP # 6732

FROM: Don I. Wortman
Deputy Director for Administration
7D18 HQS

EXTENSION

NO. DD/A 80-0257/1

DATE 30 JAN 1980   STATINTL

| TO: (Officer designation, room number, and building)	DATE RECEIVED	FORWARDED	OFFICER'S INITIALS	COMMENTS (Number each comment to show from whom to whom. Draw a line across column after each comment.)
1. Director of Data Processing		1/31	J	TUBE DX-6
2. Carol/Dottie		1/,		Log, ph. done
3. DD		11	2J	Note this must reach ____ no later STATINTL than Monday 4 Feb. ILLEGIB
4. EO		1/3	CW	
5. C/MS		1/		____
6. A/DD/P				Serge: This is to be the subject of a briefing at Tuesday's DOA Staff meeting. Some office tasking will result, so please fill me in on the substance of the briefing and the ensuing discussion. They
7.				
8.				
9.				
10.				
11.				
12.				ILLEGIB
13.				
14.				
15.				

FORM 610 USE PREVIOUS EDITIONS
3-62

☐ SECRET   ☐ CONFIDENTIAL   ☐ INTERNAL USE ONLY   ☒ UNCLASSIFIED

ODP #_2732

DD/A 80-0257/1
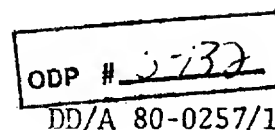
MEMORANDUM FOR: Director of Communications
Director of Data Processing
Director of Finance
Director of Logistics
Director of Medical Services
Director of Security
Director of Training
Chief, Information Services Staff

FROM: Don I. Wortman
Deputy Director for Administration

SUBJECT: Doing More With Less

REFERENCE: Memo to EXCOM Mbrs fm SA/DDCI ▓▓▓▓▓ dtd 24 Jan 80, STATINTL
Subj: Minutes of Executive Committee Meeting 16 Jan 80
(EXCOM 9014-80)

1. The subject of "Doing More With Less" was briefed and discussed at the 16 January 1980 Executive Committee (EXCOM) session. Each of you has received a copy of the EXCOM Staff minutes of that meeting together with copies of the vugraphs used by ▓▓▓▓▓ in her briefing. I have STATINTL attached another set of ▓▓▓▓▓ vugraphs plus a copy of her briefing notes for your further information.

STATINTL

2. As indicated in the EXCOM minutes, the DDCI tasked the Deputies with sharing the "Doing More With Less" materials with their staffs, eliciting suggestions, and responding back to the EXCOM Staff by 20 February 1980. To initiate this process, I have arranged to have ▓▓▓▓▓ repeat STATINTL the briefing--on 5 February after our regular staff meeting. She will also answer any questions you may have. Following this briefing and subsequent discussions with your staff, I will need your response to:

-- The subject matter in general, including a discussion of activities in your organization with as many supporting statistics as are available that represent "Doing More With Less";

-- The options presented for possible action; and

SUBJECT: Doing More With Less

        -- A suggested pilot program that could be initiated
           in your organization and monitored at either the
           Directorate or Agency level.

This information should be provided to the Management Staff by 15 February
1980.

      3.   The Administration Directorate has, by virtue of budget decisions
made these last few years, been "doing more with less." You know this and
I know this.   Having said so, we nonetheless need to maintain a positive
approach to discharging our responsibilities, constrained budget environ-
ment or not.   I would therefore encourage you to challenge your people
to find additional innovative ways to increase our aggregate productivity.
I will be most receptive to new initiatives in this area and will commit
the resources at the Directorate level to monitor and coordinate, as neces-
sary, your "Doing More With Less" activities.

Don T. Wortman

Attachments:
   1.   briefing notes
   2. Vugraphs used with briefing

NOTES ON DOING MORE WITH LESS VU-GRAPHS

Vu-graph 1 — "Doing More With Less" (Background)

- Suggested as ExCom topic last spring

- Endorsed as high priority by DDS&T, DDA, DCI

- O/Comptroller asked to examine problem

    - See if there were approaches that warranted further study
    - Report back on options considered and recommendations

Vu-graph 2 — Doing More With Less Problem (Definition of Problem)

- Resources (real $ and positions) declining last 10 years

- Perception of increasing demands on Agency

- In order to do more with less, need to further improve Agency performance

Vu-graph 3 — CIA Performance Assessment (Our goal)

- Factors to consider:

    - What are our objectives
    - What processes do we use to turn objectives into products and services
    - Do these products/services have the desired effects and do they relate back to our objectives

- We set out to see if a systematic approach to these factors existed

Vu-graph 4 — Approach (Our approach to the problem)

- Research material

- Find out what Agency is doing now

- Investigate other approaches (Government and nonGovernment)

Vu-graph 5 — What is the CIA doing now?

- Productivity measurement (NPIC effort, DDA initiatives)

- Productivity enhancement (use of equipment, management of resources)

- Evaluation — EPDS (DDO), Senior Review Panel (NFAC)

- In sum, there are initiatives underway, but no real systematic approach in the Agency.

Vu-graph 6 – How are others addressing problem?

- Private sector
  - Long-term use of productivity programs
  - Increased interest in recent years

- Federal Government
  - Strong Congressional interest
  - Use of productivity measures in Government only last 5-10 years
  - BLS measures 65% of Government activities
    - Equates to 40% of CIA activities (by funds)
    - Equates to 48% of CIA activities (by position)
  - OPM experimental effort – new approaches for personnel offices
    (expand to other activities)
  - Some agencies developed a more systematic approach (considers
    quality as well as efficiency)
    - HEW large program
    - Parts of DoD, Interior, Treasury, Agriculture have programs
    - Includes professionals (judges, lawyers, doctors)

Vu-graph 7 – BHA Case Study Summary

- Reason for using this is because it's a well-documented success story

- Because there are major differences between what BHA and the CIA do,
  we will focus in on the approach and methodology used

Vu-graph 8 – BHA Program Approach (also approach NPIC used)

(Emphasize that productivity measures not used to compare one against
another, but to track performance of a component over time)

Vu-graph 9 – BHA Statement of Objectives

(This is to show as an example – should point out concern for quality
and timeliness as well as number of cases)

Vu-graph 10 – BHA Outputs

(This is to show how outputs are broken down to a point where you can
get a meaningful measure – different kinds of cases are weighted
differently)

Vu-graph 11 – What did BHA do to improve performance?

- The kinds of things that were done are not astounding, but by
  modeling the organization they were able to see where there
  were problems and bottlenecks

- Some specific points:
  - production goals – judges never knew what was expected of them; caseload increased from 18 to 30 per month per judge
  - preparation process – brought in word-processing equipment and standardized texts
  - staff/judge ratio – many things that could be done by lawyer or paralegals rather than by judges
  - quality review – instituted random sampling – improved quality and less time-consuming

Vu-graph 12 – How does this apply to CIA?

We need to ask ourselves several questions ... that will be addressed in the next few vu-graphs.

Vu-graph 13 – What CIA functions could be measured?

- The top list are functions currently being measured elsewhere in Government

- In parentheses are those CIA offices that have similar functions – many are in the DDA, some in NFAC and DCI area

- Lower list are more unique CIA functions arranged in order of easier to more difficult to measure

- Some experts say that some things like long-range R&D cannot be measured; others say any useful work can be quantified

Vu-graph 14 – What Could be Gained?

- Most important is potential to increase efficiency which relates back to our original problem – meeting increased demand with fewer resources

- What kind of gain can be expected – we don't know
  - Probably not as great as BHA
  - But since the CIA has been around this long without a systematic approach to this problem, there are probably gains to be made

- But aside from this, there are other benefits to the line managers involved
  - Internal use
  - Use in describing component to others
  - Supporting data (for positions increases or impact new work-load will have)

Vu-graph 15 – What are the risks?

- There may be no gain in efficiency (or an insignificant gain)

- Certain costs depending on the level of effort

- Perceived as bureaucratic exercise

- Employee morale

Vu-graph 16 – What can be done to reduce risks?

Based on the experience of others in Government or private industry, the following have been found useful – cannot overemphasize strong management commitment from top management all the way down.

Vu-graph 17 – Options Considered

Based on these potential gains and risks, the following options are presented – Options 1, 2, 3

Vu-graph 18 – Comparison of Costs of 3 Options

- Note in Option 3, staff would be involved in scoping out initial program for 4 to 5 pilot efforts in the CIA – perhaps 1 per directorate – actual work would be done by the component involved – staff would provide consulting and outside training as necessary

- Option 2 would be similar to HHA/HEW approach

Vu-graph 19 – What Now?
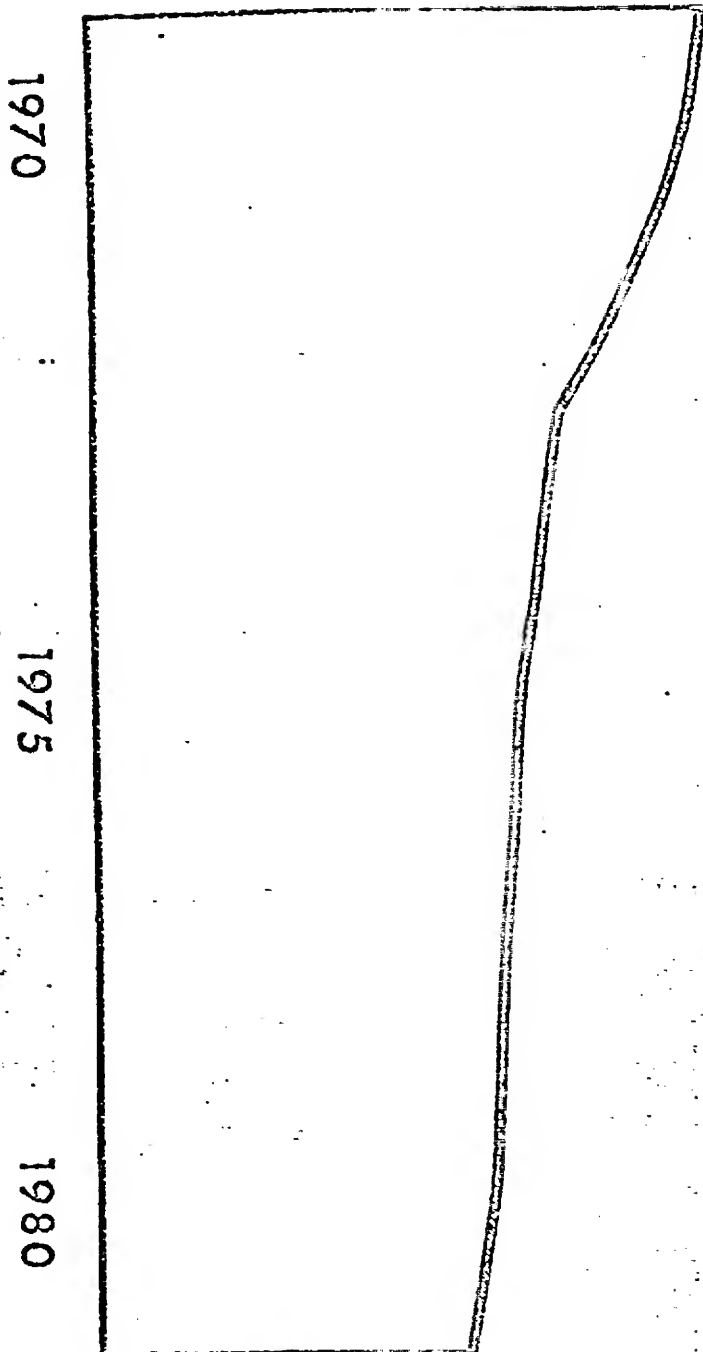
These are the decisions that the ExCom is being asked to consider.

"Doing More With Less"

A172

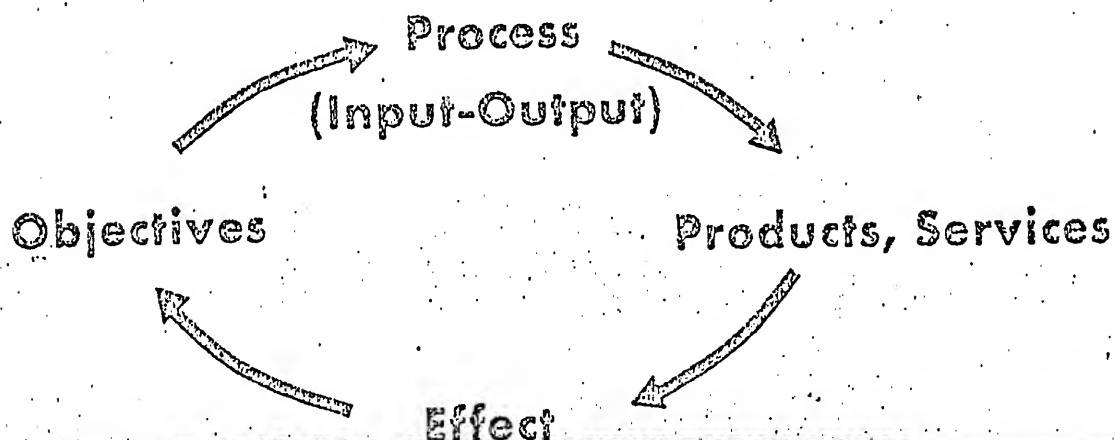Doing More With Less Problem

CIA
Resources
(Constant $)

1970   1975   1980

CIA Performance

Factors to Consider :

- What are WE Trying to do (OBJECTIVES)

- How do We Go About our Job (PROCESS)

- What are the Results (PRODUCTS, SERVICES)

Process
(Input-Output)

Objectives

Products, Services

Effect

APPROACH

Research available material

Determine what CIA is doing
- Data call
- Discussions

How others are addressing problem
- Other government agencies
- Outside consultants
- Conferences

How does this apply to the CIA

What Is The CIA Doing Now?

Productivity measurement
- NPIC Experimental System
- Office Finance Initiatives
- Other Efforts

Productivity Enhancement
- Capital Investment in Equipment
- Standard Formats, Preprinted Forms
- Improved Management of Resources

Evaluation
- DDO's EPDS Systematic Evaluation
- NFAC Senior Review Panel
- Other Efforts

How Are Others Addressing Problem?

- Private Sector

- Federal Government
    - Strong congressional interest
    - OMB/OPM/BLS productivity measurement (last 5-10 years)
        - BLS measures 65% government (could do 85%)
        - OPM experimental effort (personnel)

    - Other agencies - performance improvement programs
        - HEW program covers 89%
        - DoD, Interior, Treasury, Agriculture

How Are Others Addressing Problem?

- Private Sector

- Federal Government
    - Strong congressional interest
    - OMB/OPM/BLS productivity measurement (last 5-10 years)
        - BLS measures 65% government (could do 85%)
        - OPM experimental effort (personnel)
    - Other agencies - performance improvement programs
        - HEW program covers 89%
        - DoD, Interior, Treasury, Agriculture

Summary of Bureau of Hearings & Appeals, SSA Case Study

THE PROBLEM:
- At end of 1974, BHA in state of chaos
- Workload in last five years had tripled
- Pending cases had risen from 14,000 in 1970 to 111,000 in 1975
- Average processing time was 10 months

WHAT WAS DONE:
- Implemented performance improvement program
- Brought in special management team
- Goal: Increase production without diminishing quality

RESULTS:
- Annual processing of cases increased 54 percent in two years
- Despite 25 percent increase in cases, backlog decreased 18 percent
- Average processing time cut in third

BHA Program Approach

—

- Define objectives

- Determine gross outputs (only those that serve objectives)

- Identify lower-order outputs (products, services)

- Establish base year
    - Manhours of effort for each output (standard times)
    - Productivity arbitrarily decreed at 100 percent

- Subsequent years - only need to track output

- Use data
    - Compare productivity from year to year
    - Forecast workload
    - Review resource utilization
    - Support manpower aspects of budget

BUREAU OF HEARINGS AND APPEALS, SSA

Statement of Objectives

MISSION AREA: Administer the appellant process of SSA programs

INTENT: Insure that all eligible people requesting appeals receive legal benefits

GOALS: 1. Timeliness - all cases processed in 90 days
2. Quality - no cases overturned

LIMITATIONS: Certain federal regulations such as Social Security Act

FREEDOMS: Judges are exempt from laws requiring performance ratings and probation periods

BUREAU OF HEARINGS & APPEALS, SSA

SS OUTPUTS	PROGRAM OUTPUTS	UNITS OF OUTPUT (STD TIME)

Disability
Health Insurance
'Black Lung''
Retirement & Survivors ── New Initial Cases
　　　　　　　　　　　　Appeals Council Remands
　　　　　　　　　　　　Court Remands　　　　　　　　　　　　　　　　HOURS
　　　　　　　　　　　　Reopened Cases ── Dismissals　　　　　　　　(2.6)
　　　　　　　　　　　　　　　　　　　　Hearing Affirmations (5.9)
　　　　　　　　　　　　　　　　　　　　Hearing Reversals　　(9.8)
　　　　　　　　　　　　　　　　　　　　On-Record
　　　　　　　　　　　　　　　　　　　　　　Affirmations　　(3.2)
　　　　　　　　　　　　　　　　　　　　On-Record
　　　　　　　　　　　　　　　　　　　　　　Reversals　　　(4.8)

What Did BHA Do To Improve Performance?

1. Established production goals

2. Streamlined preparation process

3. Changed support staff/judge ratio

4. Balanced workload and emphasized central processing

5. Improved personnel management

6. Instituted new quality review system

7. Set up model offices to test innovations

How Does This Apply To The Agency?

o What of our functions can be measured?

o What are potential gains?

o What are the risks?

o What options do we have?

WHAT CIA FUNCTIONS COULD BE MEASURED?

⊗ Functions measured elsewhere in government:

Communications	(OC)	Procurement	(OL)
Personnel Management	(OP)	Printing & Publishing	(OL, PPG)
Personnel Investigations	(OS)		
Finance & Accounting	(OF)	Records Management	(ISS)
Medical Services	(OMS)	Library Services	(OCR, OGCR)
Training	(OTR)	Legal Services	(OGC, OLC)
Information Handling	(ODP, IMS)	Audit of Operations	(IG)

⊙ More unique CIA functions

Imagery Analysis	(NPIC, OIA)
███████████	
Technical Services	(OTS)
All-source Production	(OWI, OSR, OER, OPA)
Staff Functions	(CCS)
Human Source Reporting	(DDO)
Research & Development	(ORD, ODE)

STATSPEC

What Could Be Gained?

- Potential to increase efficiency and realize savings

- Develop management information for internal use
  - Current use of assets
  - Future planning

- Provide comprehensive model of the component -
  - enhance corporate memory

- Provide supporting data

What Are The Risks?

- There may be no efficiency gain

- There will be certain costs
    - Some Directorate resources
    - Central staff
    - Consulting and training costs

- May be perceived as unnecessary bureaucratic exercise

- May adversely affect employee morale

What Can Be Done To Reduce Risks?

- Strong management commitment

- Thorough planning

- Clearly defined targets for improving performance

- Thorough involvement and training of participants

- Careful evaluation of process with feedback along
  each step of way

Options Considered

OPTION 1:
- Encourage and monitor on-going activities
- Establish central point of contact

OPTION 2:
- Develop an agency wide program
- Large central staff & consulting effort

OPTION 3:
- Start with pilot efforts
- Expand to other offices
- Some central staff & consulting

	OPTION 1	OPTION 2	OPTION 3
EXCOM Support	Encourage on-going activities	Full commitment	Full commitment Start modestly
Staffing requirements	Central point of contact	Central staff of 5 Office level — 15-20	Central staff of 2 Office level — 4-5 (part-time)
Internal costs	1 man year ($30,000)	20 man Years ($500,000)	5 man years ($150,000)
External costs	None	$500,000	$25,000
Total costs	$30,000	$1,000,000	$175,000

What Now?

o Your decision on options presented

o If decision to go ahead (Options 2 or 3),
where should program management
be placed